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WAR FOOD ADMINISTRATION OFFICE OF DISTRIBUTION Washington 25. D. C.

Docember 1944.

Comments Relative to Proposed Amendments to the Rules and Regulations Under the Federal Seed Act.

There are attached proposed amendments to the rules and regulations of the Secretary of Agriculture and the joints rules and regulations of the Secretary of Agriculture and the Secretary of the Treasury under the Federal Seed Act. The proposed amendments are being distributed at this time for purposes of discussion. Any comments should be directed to the Grain Products Branch, Office of Distribution, War Food Administration, Washington 25, D. C. It is the plan that after a thorough consideration of the comments, a formal hearing will be held in April looking forward to the adoption of such proposals as may be agreed upon to become effective July 1, 1945. The following comments are made with respect to those proposed amendments that do not appear to be substantially self-explanatory.

- 201.2 (x). Definition of Certified Seed. The purpose of this amendment is to provide a means by which the standards for certification being prepared for adoption by the International Crop Improvement Association can be incorporated into the regulations under the Federal Seed Act. When approval has been given to these standards, seed shipped in interstate commerce as certified seed will be required to comply with these standards or be construed to have been shipped in violation of the Federal Seed Act.
- 201.2 (z). Definition of Processing. There have been instances in which persons have shipped in interstate commerce seed labeled "for processing" to avoid the detailed labeling required under section 201 of the act. Labeling for processing is permitted under the act in lieu of the detailed labeling only when the seed is shipped to a seed cleaning or processing establishment to be cleaned or processed for seeding purposes. A clear statement of the meaning of "processing" as used in section 205 is proposed.
- 201.31. Germination Standards for Vegetable Seed. There have been requests that additional changes in the standards of germination for vegetable seeds be made. The interests of the consumer and the interests of producers and seed distributors may result in some divergence of views with respect to these standards. The present standards are based upon a relationship with the average germination found by seed analysts ever a period of years. The standards were agreed upon by a joint committee representing the Association of Official Seed Analysts and the American Seed Trade Association. There is likely to be difference of opinion of the relationship that should exist between the standard and the average germination. It would be possible to construe standards to represent that percentage of germination which distinguishes between that which is fit to plant and that which is unfit for planting purposes. The

Federal Seed Act seems to justify a standard somewhat above that which would be regarded as being unfit for seeding purposes. It was the opinion of the joint committee recommending the standards that they should be low enough to permit normal seed transactions and at the same time guarantee to the buyer the possibility of a normal crop.

201.34. Recognized Variety Names, Section 201 of the act prohibits false labeling as to variety of agricultural seeds and requires complete and correct labeling as to variety of vegetable seeds. The confusion in variety names of many crops is revealed in the fact that 600 varieties of 5 kinds of agricultural seeds are recognized under 2,640 names, or an average of 4.4 for each variety. In an effort to discourage promiscuous use of variety names, section 201.12 of the regulations provides that variety names shall be confined to the "recognized" variety names. This leaves room for interpretation as to what constitutes a recognized variety name and whose recognition will be accepted. To provide a means by which the person who ships seed in interstate commerce may be informed, it is proposed that the Bureau of Plant Industry, Soils, and Agricultural Engineering be looked upon as the authority for correct varietal nomenclature. The proposed regulation advises persons who ship seed in interstate commerce to whom they may look for guidance with respect to correct variety names.

Numerous proposed amendments in the regulations pertaining to methods of seed testing are being made to be consistent with methods of seed testing adopted by the Association of Official Seed Analysts at its meeting in July 1944.

The proposed amendments to the joint rules and regulations are for the purpose of clarifying the procedure followed by officials of the Treasury Department and the Department of Agriculture and to incorporate in the regulations procedure now followed but described only in circular letters that have been distributed from time to time to customs officials.

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WAR FOOD ADMINISTRATION Office of Distribution Washington 25, D. C.

PROPOSED AMENDMENTS TO THE RULES AND REGULATIONS UNDER THE FEDERAL SEED ACT

Distributed for purposes of discussion only.

201.2 (h) Change the first sentence to read as follows: "Agricultural seeds.--The term 'agricultural seeds' means the following grass, forage, and field crop seeds:"

- "Bean, runner, Phaseolus coccineus L."; "Cardoon, Cynara cardunculus L."; and "Soybean, Soja max (I.) Piper."
- 201.2 (x) Change to read: "Certified seed or registered seed.—The terms 'certified seed' and 'registered seed' mean seed that has been produced and labeled in accordance with the procedure and in compliance with the rules and regulations of an officially recognized seed certifying agency or association of agencies which rules and regulations have previously been approved by the Secretary of Agriculture."

201.2 Add after 201.2 (y) the following: "(z) Processing. — For the purpose of Sec. 203 (b) (2) (B) of the act the term 'processing' means cleaning, scarifying, or blending to obtain uniform quality, and other operations which would change the purity or germination of the seed and therefore require retesting to determine the quality of the seed, but does not include operations such as packaging, labeling, blending together of uniform lots of the same kind or variety without cleaning, or the preparation of a mixture without cleaning, any of which would not require retesting to determine the quality of the seed."

201.12 Insert at the end of the first sentence the words: "as provided in section 201.34."

2C1.26 Add the following: "The representation of kind and variety shall be confined to the recognized name of the kind and variety as provided in section 201.34. It shall not have affixed thereto names or terms that create a misleading impression as to the history or quality of the seed."

201.31 Change "Beans (except lima) — 80" to read "Beans (except lima) — 75." Strike out the numeral "25" after the words "Cress, water" and insert in lieu thereof the numeral "35." Add in proper alphabetical order; "Bean, runner ----- 75," "Cardoon ----- 60," "Soybean ---- 75."

name of the kinds, varieties, or types shall, to the extent that they are covered, be the name used in the following publications of varietal descriptions and in such other publications of varietal descriptions as may hereafter be published by the Bureau of Plant Industry, Soils and Agricultural Engineering:

- 1. USDA Technical Bulletin No. 459 'Classification of Wheat Varieties Grown in the United States.'
- 2. USDA Technical Bulletin No. 506 'Identification, History, and Distribution of Common Sorghum Varieties.!
- 3. Farmers' Bulletin 1520 'Soybean Gulture and Warieties.'
- 4. USDA Miscellaneous Publication No. 160 'Descriptions of Types of Principal American Varieties of Tomatoes.'
- 5. USDA Miscellaneous Publication No. 170 Descriptions of Types of Principal American Varieties of Garden Peas.
- 6. UJDA Miscellaneous Publication No. 374 'Descriptions of Types of Principal American Varieties of Red Garden Beets.'
- 7. USDA Miscellaneous Publication No. 361 Descriptions of Types of Principal American Varieties of Orange-Fleshed Carrots.
- 8. USDA Miscellaneous Publication No. 169 'Descriptions of Types of Principal American Varieties of Cabbage.'
- 9. USDA Miscellaneous Publication No. 435 'Descriptions of Types of Principal American Varieties of Onions.'
- 10. USDA Miscellaneous Publication No. 316 'Descriptions of Types of Principal American Varieties of Spinach.'
- (b) Proper precautions to insure that the kind or variety or type of indistinguishable agricultural or vegetable seeds is properly stated shall include the maintaining of the records described in section 201.7. The examination of the seed and any pertinent facts may be taken into consideration in determining whether proper precautions have been taken to insure the kind, variety, or type to be that which is shown."

- 201.39 Change subsections (d) and (e) to read as follows: "(d) As the seed or screenings are sampled each portion shall be examined and if there appears to be a lack of uniformity, the portions shall not be combined but shall be retained as separate samples to determine such lack of uniformity as may exist. (e) When the portions appear to be uniform, they shall be combined to form a composite sample."
- 201.43 Change to read as follows: "Size of sample.—The following are minimum weights of samples of agricultural seed and screenings to be submitted for analysis, test, or examination:
- (a) Two ounces of grass seed not otherwise mentioned, white or alsike clover, or seeds not larger than these.
- (b) Five ounces of red or crimson clover, alfalfa, lespedeza, ryegrass, bromegrass, millet, flax, rape, or seeds of similar size.
- (c) One pound of Sudan grass, sorghum, proso, hemp, or seeds of similar size.
 - (d) Two pounds of cereals, vetch, or seeds of similar or larger size.
 - (e) Two quarts of screenings."

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201.46 Change to read: "Weight of working sample.—For the detailed purity analysis the working sample shall be at least the weight set forth in Table 1." Change table 1 to include all seeds subject to the act with the "minimum weight for purity analysis," the "minimum weight for noxious-weed seed examination" and the "approximate number of seeds per gram." (This table will be consistent with that adopted by the Association of Official Seed Analysts.)

201.47 Delete the word "counted" in next to the last sentence of the section and insert in lieu thereof the word "taken."

The pure seed shall include all seeds of each kind, variety, or type under consideration present in excess of 5 percent of the whole, whether shriveled, cracked, or otherwise injured, and pieces of seeds that are larger than one-half of the original size, whether broken, insect-damaged, or diseased."

201.49 Change to read: "Other crop seed. --Seeds of plants grown as crops (other than the kind, variety, or type included in the pure seed) each kind, variety, or type of which is present in a proportion to the whole of 5 percent or less, whether shriveled, cracked, or otherwise injured, and pieces of seeds larger than one-half of the original size, whether broken, insect-damaged, or diseased, shall be considered other crop seeds unless recognized as weed seeds."

201.50 Change to read as follows: "Weed seed.—Seeds, bulblets or tubers of plants recognized as weeds by laws or official regulations or by general usage shall be considered weed seeds: Provided that undeveloped or badly injured weed seeds, including noxious-weed seeds, as described under inert matter shall be considered inert matter and not weed seed.

When seeds of Juncus spp. are present and would not add more than 0.1 percent to the percentage of weed seed, they need not be separated but may be included with the inert matter."

- 201.51 Change to read as follows: "Inert matter.—Inert matter shall include seedlike structures from both crop and weed plants and other matter not seeds as follows:
- (a) <u>Seedlike structures from crop plants.</u>— Pieces of seeds one-half the original size or less, whether broken, insect-damaged, or diseased; seeds of legumes and crucifers with the seed coats entirely removed; empty glumes and sterile florets of grasses; attached sterile florets of grasses (which must be removed from the fertile florets except in bluegrass and Rhodes grass);
- (b) Seedlike structures from weed plants.—All badly injured, undeveloped or empty structures which resemble seeds but which by visual examination (including dissection or the use of reflected light) can be easily demonstrated as having no embryo or having only a rudimentary embryo or having an embryo that has been destroyed by a disease organism. Included as inert matter are structures from weed plants as follows:
 - (1) Seeds of grasses with over half the embryo removed;
- (2) 'Seeds' of dodder which are usually fragile, ashen grey to brown in color and somewhat enlarged;
 - (3) Ragweed seed with both the involucre and pericarp absent;
 - (4) Shriveled, blackened seeds of buckhorn;
- (5) Empty seeds or fruits such as occur in the sedge, buckwheat, morning-glory, and sunflower families;
 - (6) Empty glumes and sterile florets of grasses;
- (7) Seeds of legumes and species of <u>Brassica</u> with the seed coats entirely removed;

- (8) Bulblets of wild onion and garlic with the basal or stem end portion removed; and
 - (9) Seeds of Juncus spp. when not in excess of 0.1 percent.
- (c) Other matter.—Soil, sand, stones, chaff, stems, leaves, nematode galls, and fungus bodies (such as ergot and other sclerotia and smut balls)."
- determination of the number of seeds, bulblets, or tubers of individual noxious weeds present per unit weight should be made on at least the minimum quantities listed in Table 1 except that if 30 or more noxious-weed seeds, bulblets, or tubers of one species are found in the pure seed analysis or noxious-weed seed examination of a like amount the rate of occurrence of that species shall be baced on the pure seed analysis and the occurrence of that species in the remainder of the bulk examined for noxious-weed seeds need not be noted."

201.53 Change to read: "Source of seed for germination. -

- (a) When both purity and germination tests are required, seeds for germination shall be taken from the separation of the kind, variety, or type considered pure seed and shall be counted without discrimination as to size or appearance.
- (b) When only a germination test is required and the pure seed is estimated or determined to be at least 98 percent, the pure seed for the germination test may be taken indiscriminately from a representative portion of the bulk.
- (c) When only a germination test is required and the pure seed is found to be less than 98 percent, the pure seed shall be taken indiscriminately

from a pure seed separation made according to the provisions of these rules and regulations which govern the separation of the kind, variety, or type considered pure seed except that other crop seeds, inert matter, and weed seeds need not be separated."

201.57 Add the following: "If at the end of the germination period provided for legumes, okra, and asparagus in these rules and regulations there are still present swollen seeds or seeds of these kinds which have just started to germinate, all seeds or seedlings except the above-stated shall be removed and the test continued for 5 additional days and the normal seedlings included in the percentage of germination."

201.58 Changes and additions (underscored) "Methods of testing for germination and hard seed."

Table 2 Methods fo	r labor	atory gern	mination and	hard_seed
Name of seed	:strata	Tempera-	: -:First:Fina /:count:coun	1: Remarks
		°C;	Days Days	
Bean, field - Phaseolus vulgaris	R,S	20–30	5 8 3/	Watch for "baldhead."
		,		Open the cotyledons if plumule is not visible
Bluegrass:				
Bulbous - Pca Bulbosa	P,S	10	10 35	Prechill 1 week at 5°C. KNO3 of soil. 4/5/
Carpet grass -				-
Axonopus compressus	Р	20-35	10 21	Light: fresh seed KNO3 4/
Clovers: Trifolium procubens	, <u>B</u>	20	4 14 3/	
<u> Lappa - Trifolium lappaceum</u>	В	20	3 7 3/	
Crotalaria - Crotalaria intermedia, <u>C. juncea</u> , <u>C. lanceolata</u> , <u>C. spectabilis</u> , and <u>C. striata</u>	В,Ѕ	2020	3 10 3/	
Fescue:	ט,ט	20-50	<u> </u>	
100000.				
Other fescues	Р	15-25		Alternate mathod -
Flax - Linum usitatissimum	B,S	20-30	3 7	0 -50 0.
Harding grass - Phalaris				
tuberosa stenoptera				
Johnson grass - Sorghum halepense	P	20-35		Light; fresh seed

Table 2	 Methods	for	laboratory	germination	and	hard	Seed		Continued
	 		U	3	ω11α	man a	SCEU	-	Continued

		germinat	Ton an	d uard	seed - Continued
Name of seed	Sub- strat : <u>1</u> /	: a:Tempera : ture £	: - Firs 2 coun	t:Fina	: L: Remarks
Lespedeza: Lespedeza hedysaroide	es	.°c.	Days	Days	
Lupine: Blue - Lapinus angustifolius	<u>R</u>	20	<u> </u>	10 3/	
Oats - Avena sativa	Т,S	20	4	10	Fresh seed prechill for 5 days at 5° or 10° C. Extend final count from 10 to 12 days.
Peanut - Arachis hypogae	R,S	20-30	_5_	10	Remove shells
Rescue grass — Bromus catharticus	P	20–30	7	35	Light. Fresh seed; KNO3and 15° - 30°C., after 1 week move to 5°C. for completion of test. 4/
Rough Pea - Lathyrus hirsutus	<u>T</u>	20	_7_	14 3/	
Ryegrass: Italian - Lolium multiflorum	P,TB	20–30	5	1/4;	Light; for fluores— cence test the seed should be grown on filter paper. Fresh seed KNO3 4/
Perennial - Lolium perenne	P,TB -	20–30	5	14.	Light; for fluorescence test the seed should be grown on filter paper.
Trefoil: Big - Lotus uliginosus	В	20_	_3	7 3/	
Birdsfoot - L. corniculatus	<u>B</u>	_20_	3_	7 <u>3</u> /	

Table 2 Methods for lab	oratory	germina	tion ar	d hard	seed - Continued
Name of seed	: Sub-		: -:First	: ::Final:	Remarks
	b.	°C.	Days	Days	*
<u>Vasey grass</u> - <u>Paspalum</u> <u>urvillei</u>	P	20-35	7	21	Light; fresh seed KNO3 4/
Wheatgrass:				4.1	
Crested - Agropyron cristatum	P,TB	20-30	5	14	Light; <u>fresh seed</u> - KNO3 and 50 or 100 C.
					for 7 days. 4/5/
Western (Bluestem) Agropyren smithii	P	20-30	7	35	Light; fresh seed - KNO3 or soil and 150-300 C. 4/
VEGETABLES					
Beans: Carden - Phaseolus vulgaris	R,S	20-30	5	8 <u>3</u> /	Watch for "baldhead." May be necessary to open the cotyledons if plumule is not visible
Lima - Phaseolus lunatus	R,S	20-30	5	9 <u>3</u> /	Watch for "baldhead." May be necessary to open the cotyledons if plumule is not visible.
Runner - Phaseolus coccine	ıs R,S	20-30	5	9 3/	
Broccoli - Brassica oleracea	В	20-30	3	10	Dormant samples light
Brussels sprouts - Brassica oleracea	В	20-30	3	10	_Do.
Cabbage - Brassica oleracea	В	20-30	3	10	Do.
Cardoon - Cynard cardunculus	T	20-30	7	21	: a.
Cauliflower - Brassica oleracea	В	20-30	3	10	Dormant samples light

Table 2. - Methods for laboratory germination and hard seed - Continued

Name of seed	: Sub- :strata		: -:First	: t:Fina	: Remarks
		°c.	Days	Days	
Celery: Apium graveolens	<u>P,</u> TB	20-30	10	21	Light
Collards - Brassica oleracea	В	20-30	3	10	Dormant samples light.
Dandelion - Taraxacum officinale	P,TB	20-30	7	21	Light
Endive — Chichorium endivia	P,TS	20–30	5	14	Light; KNO ₃ or soil. Dormant samples - add about 1/8" of tap water at time of pre- liminary count. 4/
Kale - Brassica oleracea	В	20-30	3	10	Dormant samples light.
Kohlrabi - Brassica oleracea	В	20–30	3	10	Dormant samples light.
Lettuce - Lactuca sativa	P	20	3	7	Light for at least 1/2 hour. Fresh seed prechill at 10° or 15° C., 3 days. Watch for sprouts with both spotted cotyledons and stubby radicles. 5/
Onion - Allium cepa	B,S	20	6	10	
Soybean - Soja max RI	<u>r, s</u>	20-30	_5_	8	
Spinach: Common - Spinacia oleracea	TB	10	7	21	Not too wet.

Substrata: B = between blotters; TB = top of blotters; T = paper toweling; R = rolled towel test; S = soil or sand; TS = top of soil; P = petri dishes with 2 thicknesses of blotters or 1 thickness of absorbent cotton or 5 thicknesses of paper toweling or on top of sand in closed petri dishes.

Temperature: A single numeral indicates a constant temperature. Two numerals separated by a dash indicates an alternation of temperatures; the test is held at the first temperature for approximately 16 hours and at the second temperature for approximately 8 hours per day.

- Hard seeds often present. If at the end of the germination period there are still present swollen seeds or seeds which have just started to germinate, all seeds or seedlings except the above-stated shall be removed and the test continued for 5 additional days and the normal seedlings included in the percentage of germination.
- When potassium nitrate solution is used to moisten the substratum, a 0.2 percent solution (2 gms. potassium nitrate in 1,000 cc. water) is used. If more moisture is needed to complete the tests water is added to the substratum.
- The prechilling period is not included in the germination period given in this table unless otherwise specified.

201.60 Insert after the words "Bermuda grass" the following:
"Guinea grass, molasses grass, and Vasey grass."

201.101 Add to the enumerated kinds of seed the following: "Horse or broad bean, lupine, and peanut."

"Aizoaceae, carpetweed"; "Anacardiaceae, sumac"; "Asclepiadaceae, milkweed";
"Campanulaceae, bluebell"; "Capparidaceae, caper"; "Crassulaceae, orpine";
"Cucurbitaceae, cucurbit"; "Hydrophyllaceae, waterleaf"; "Illecebraceae,
knotweed"; "Iridaceae, Iris"; "Yobeliaceae, lobelia"; "Lythraceae,
loosestrife"; "Nyctaginaceae, four o'clock"; "Oxalidaceae, wood sorrel";
"Phytolaccaceae, pokeweed"; "Polemoniaceae, phlox"; "Valerianaceae,
cornsalad."

In the list of seeds considered weed seeds when occurring incidentally in importations of other agricultural or vegetable seeds delete "Dallis grass, Paspalum dilatatum Poir" and insert "Grass, Johnson, Sorghum halepense (L.) Pers."

PROPOSED AMENDMENTS TO JOINT RULES AND REGULATIONS
OF THE SECRETARY OF THE TREASURY AND THE SECRETARY OF AGRICULTURE
UNDER THE FEDERAL SEED ACT

201.208 Insert the words "adzuki bean," "celery," "chickpea,"
"hemp," "mung bean," "peanut," and "sunflower" in proper alphabetical
order.

201.210 (d) Add to the end of the sentence the words: "except if the lot does not appear to be of uniform quality the separate portions shall be forwarded together but without being combined into a composite sample."

201.212 Delete subsection (c).

201.215 Change to read: "All samples shall be accompanied by a description of the lot of seed offered for importation, on a form provided for this purpose by the Department of Agriculture."

201.218 Delete the words "bears a sufficient mark of identification" and insert in lieu thereof the words "is stenciled to show the name of the kind or variety of the seed and a lot number or designation identifying the lot of seed."

201.222 (a) Delete the word "Celery" and add "Lupine" and "Horse or broad bean."

201.222 (b) Add the words "Celery" and "Peanut."

201.222 Add the following: "(d) The collector of customs shall notify the Department of Agriculture of any change in the nature of a declaration made under this section."

201.228 Add the following: "Any correction of the labeling upon the containers shall be done under the supervision of the

Department of Agriculture at the expense of the importer who shall also reimburse the Government for the expenses of travel required to perform such supervision. When a representative of the Department of Agriculture finds upon examination of seed that it is incorrectly described on the invoice presented at the time of entry, a finding of 'false labeling' under the Federal Seed Act of August 9, 1939, will be made. The seed will be refused admission until after the importer has given satisfactory assurance to the Department of Agriculture that he has taken appropriate steps to file with the collector of customs at the port of entry a corrected customs invoice describing the seed in terms which will not constitute 'false labeling.' Upon receipt of such assurance, the Department of Agriculture will notify the collector of the nature of the 'false labeling' and that the seed may be granted admission. After such notification, no question of redelivery of the seed for violation of the provisions of the Federal Seed Act will be present, but the importer will be liable for the payment of liquidated damages under the bond filed in connection with the entry unless a corrected customs invoice is produced within the time provided for by law or regulations."

201.230 Change to read:

"(a) Seed or screenings refused admission into the commerce of
the United States shall be exported by the owner or consignee within
12 months of the date of notice of such refusal or at the expiration
of such 12-month period the rejected seed or screenings shall be
destroyed under the supervision of an employee or authorized agent of the
U. S. Department of Agriculture in such manner as may be determined by
the U. S. Department of Agriculture.

- (b) When seed or screenings which have been refused admission into the commerce of the United States are exported the collector of customs shall notify the office of the U. S. Department of Agriculture that issued the notice of rejection and shall also submit to said office a sample drawn from the seed at the time of exportation.
- (c) The destruction of seed or screenings refused admission shall be at the expense of the owner or consignee who shall also reimburse the Government for the expense of travel required to perform such supervision. The U.S. Department of Agriculture shall make a report of such destruction giving the amount by weight to the collector of customs at the port of entry of such seed or screenings."

December 8,1944

